

**COMMONWEALTH OF VIRGINIA  
VIRGINIA EMPLOYMENT COMMISSION**

**Policy Number 00-4**

**Effective Date: June 7, 2000**

**Revision #**

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**Title:                               One Stop Service Delivery System  
  VIRGINIA WORKFORCE SYSTEM**

**PURPOSE**

To describe the conditions and requirements for establishing the One Stop Delivery Service System in the Commonwealth of Virginia for jobseekers, incumbent workers and employers.

**REFERENCES**

Code of Virginia, Section 9-329.1(F), (G)

P.L. 105-220, Workforce Investment Act, Sections 101(24), 121, 129(a), 134(b)

20 CFR Parts 662, 663, 664.700

**POLICY STATEMENT**

The Virginia Workforce Council has set the broad workforce policy direction for the state through its vision for the Commonwealth to have and promote a well-trained, well-educated, highly skilled and qualified workforce. This workforce will be critical to the attraction and retention of successful business and industry and will help ensure a desirable quality of life for all Virginians. The Council expects the workforce system to identify and address the challenges and opportunities presented by a diverse workforce composed of youth, immigrants, the disabled, older workers, rural and urban poor, as well as more traditional workers. The Council promotes the development of workforce strategies that ensure economic growth in all geographic regions and balances the needs of the states various industries.

There will be a statewide brand name for the One Stop Service Delivery System in Virginia, by which all services and activities will be identified. The brand name is Virginia Workforce System. The statewide workforce investment system provides the framework for delivery of workforce investment activities at the State and local level to job seekers, incumbent workers and employers. The reforms embodied in the Workforce Investment Act (WIA) actualize seven key principles for establishing workforce investment systems. They are: streamlining services through collaboration because individuals need more comprehensive assistance; empowering individuals; universal access to the Virginia Workforce System;

increased accountability to demonstrate to the business community that the system will respond and to Congress that good programs do work and are worthy of continuing support; strong role for local workforce investment boards to bring the entire range and scope of influence in the local area to bear on local workforce policy and services; state and local flexibility; and improved youth programs. The presence of all seven principles is fundamental to the success of governance of the local workforce investment system and the establishment of the Virginia Workforce System.

To be eligible to receive WIA funds, a local workforce investment area must establish a Virginia Workforce System. The system must reflect common elements. The common elements of the Virginia Workforce System are: everyone can be served and have diverse needs met; customers, service standards, and resources are shared; components relate to each other and to other systems; multiple programs have a single customer interface; clear customer pathways exist from one service to another; and there is mutual accountability for system performance. Central to the success of Virginia Workforce System are the decisions by the Local Workforce Investment Boards (WIBs) on how to best organize the service system to effectively serve a diverse customer base, and how to expand the resource base and service capability through the development of strategic partnerships and integrated service delivery.

The Commonwealth approaches WIA implementation as the stimulation to unencumber the myriad of disjointed employment and training programs to produce a responsive workforce investment system. The guidelines for establishing the Virginia Workforce System support this position. The guidelines include the following sections:

- I. Definitions
- II. WIB Responsibilities for the Virginia Workforce System
- III. Virginia Workforce System Partners
- IV. Memorandum of Understanding, including Impasse Situations
- V. Required Services in the Virginia Workforce System Center
- VI. Roles of the Virginia Workforce System Center Operator
- VII. Who Can Be a Virginia Workforce System Center Operator
- VIII. Selection Method(s) of the Virginia Workforce System Operator
- IX. Termination of the Virginia Workforce System Operator
- X. Local Implementation Process
- XI. Chartering Virginia Workforce System Centers

## **GUIDELINES FOR ESTABLISHING THE VIRGINIA WORKFORCE SYSTEM**

### **I. Definitions**

- A. **Virginia Workforce System Delivery System** – a system under which entities responsible for administering separate workforce investment, educational, and other human resource programs and funding streams (referred to as One Stop Partners) collaborate to create a seamless

system of service delivery that will enhance access to programs' services and improve long-term employment outcomes for individuals receiving services.

- B. **Virginia Workforce System Partners** – the entity which is the grant recipient, administrative entity or organization responsible for administering the funds of the mandatory federal program partners in the local workforce investment area and optional program entities identified by state and local workforce investment boards.
- C. **Virginia Workforce System Programs** – partner program services that are accessible through the Virginia Workforce System Center, based on a Memorandum of Understanding (MOU) between the partners and the WIB.
- D. **Virginia Workforce System Comprehensive Center** – a full service physical site, where **core services** (see page 8 of this policy) are provided; and access to intensive services (see Section 134 (d)(3) of the WIA), training services, and other partner program services are available.
- E. **Virginia Workforce System Center Operator** – a single entity or consortium of entities, which operate the Virginia Workforce System Center(s).
- F. **Virginia Workforce System Satellite Site** – provides services as determined by the local needs assessment and may be a stand alone, independent site with its own charter, business plan and MOU, or may be included as a part of the Virginia Workforce System Center's charter, business plan and MOU. A satellite may be a site designed to address special needs in the community. If WIA funds are used at a Satellite site, access to WIA and Employment Service core services must be provided and referral to other partner services.
- H. **Virginia Workforce System Information Site** – An agency or location providing information, computer linkage, or referral to the Virginia Workforce System Center for service.
- I. **Virginia Workforce System Center Services** – the array of required core services and optional services provided through a Virginia Workforce System Center.

## II. WIB Responsibilities for Virginia Workforce System Operations

In relation to Virginia Workforce System Operations, the WIB, in partnership with the Chief Local Elected Official (CLEO), is responsible for:

- ◆ Providing leadership in establishing the local vision for the Virginia Workforce System. The WIB and the CLEOs are the pivotal catalysts for initiating and maintaining the high level of interest and engagement of resources for the local Virginia Workforce System.
- ◆ Negotiating and executing Memorandums of Understanding (MOUs) with Virginia Workforce System Partners to provide services in the Virginia Workforce Delivery System.

- ◆ Determining the number and type of Virginia Workforce System sites in the local system. Types of Virginia Workforce System sites can be comprehensive, satellite or information centers. There must be at least one comprehensive Virginia Workforce System Center in each local workforce investment area.
- ◆ Considering the local area demographic and geographical factors, when deciding how to design the physical layout of the local Virginia Workforce System. Following are factors to be considered in deciding the physical location of Virginia Workforce System Comprehensive Centers, Satellite and Information sites: population density; employer locations; commuting patterns; distance that the largest proportion of the area's population will have to travel to sites; facilities already serving as other partners' sites; availability of infrastructure; and other LWIA needs.
- ◆ Defining the minimum requirements for each type and site, within the parameters of state policy guidance.
- ◆ Determining the role of the Virginia Workforce System Center Operator.
- ◆ Setting performance standards, including a customer satisfaction index.
- ◆ Selecting the Virginia Workforce System Center Operators and the selection method to be utilized.
- ◆ Chartering Virginia Workforce System sites, consistent with state policy.
- ◆ Reviewing and evaluating performance of the local Virginia Workforce System and the Virginia Workforce System Operators.
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### III. Virginia Workforce System Partners

Virginia Workforce System Partners are divided into two categories: mandatory and optional. Following is a list of the mandatory Virginia Workforce System Partners:

<b>Mandatory Virginia Workforce System Partner Program</b>	<b>Local Partner Entity</b>
Adult Education and Literacy	Local School Boards
Postsecondary Vocational Education	Local Community Colleges
Community Services Block Grant Act employment & training programs	Community Action Agencies
Welfare-to-Work	WIB
Title I of the Rehabilitation Act	Department of Rehabilitative Services & the Department for the Visually Handicapped

<b>Mandatory Virginia Workforce System Partner Program</b>	<b>Local Partner Entity</b>
Title V of the Older Americans Act	Area Agencies on Aging or Nationally Funded Older Worker Employment & Training Programs in the area.
WIA Title I Adult, Dislocated Worker & Youth Programs	WIB and/or the Local Government Grant Recipient
Employment Service (Wagner-Peyser), Unemployment Compensation, Trade Adjustment/NAFTA, Veterans Employment & Training Programs	Local Virginia Employment Commission Field Offices
U.S. Department of Housing & Urban Development (HUD) Employment & Training Programs	Redevelopment & Housing Authorities
Nationally Funded WIA Title I Program Entities, present in the area	Job Corps, Migrant & Seasonal Farm Workers Programs, Indian & Native American Programs, Veterans Programs and Youth Opportunity Grants

**Examples of Optional Virginia Workforce System Partner Programs**  
**(WIBs are not limited to these examples)**

Apprenticeship Programs	Local Apprenticeship Organizations
Juvenile Justice Programs	Local Courts and Juvenile Justice Agencies
Virginia Enterprise Initiatives	Local Community Development Agencies
Adult Occupational Training Programs	Adult Vocational Education Agencies & Vocational/Technical Schools
Mental Health Employment & Training Programs	Community Service Boards
Private Sector Training Programs	Private Sector Organizations
Other Local Training Programs	Other Training Entities
Virginia Initiative for Employment Not Welfare (VIEW)	Department of Social Services
Food Stamp Employment & Training	Department of Social Services

#### **IV. Memorandum of Understanding**

A Memorandum of Understanding (MOU) is an agreement developed and executed between the WIB, with the agreement of the CLEOs, and the WIA mandatory and optional Virginia Workforce System Partners in the local area. The Commonwealth realizes that all local MOUs may not be the same.

For example, a WIB could develop an umbrella MOU that addresses the issues relating to the Virginia Workforce Delivery System for all partners. For partners needing individualized in-depth agreements, a separate agreement may be attached to the umbrella MOU or the WIB partners may decide to enter into separate agreements with all partners. Whatever the approach, federal legislative and state policy requirements must be applied. WIBs may begin with preliminary MOUs to allow sufficient time to negotiate greater detail regarding coordination and integration of services and resources.

All Virginia Workforce System Partners are expected to use a portion of the partner's resources and/or funds proportionate to the use of the services through the Virginia Workforce System. Use of the partner's resources and/or funds must be consistent with federal law authorizing the partner's program. The two types of costs to be shared by the partner's program are the system costs and service costs. The partner programs must make available to participants through the Virginia Workforce System Center the core services that are applicable to the partner's program.

At a minimum, all MOUs must contain the following elements:

- ◆ Brief narrative of the WIB vision for the Virginia Workforce Delivery System in the area.
- ◆ The services to be provided by the partner through the Virginia Workforce System Center. This description must include the services to the three main customers of the Virginia Workforce System, i.e. jobseekers, incumbent workers and employers.
- ◆ How the costs of services and the operating costs of the system will be funded, including the method for determining proportionate responsibility.
- ◆ The methods of referral of individuals between Virginia Workforce System Partners. The methods of referral should describe at a minimum, three (3) customer flows, i.e., referrals from the Virginia Workforce System Center to partner programs and/or employers, referrals to the Virginia Workforce System Center from partner programs and referrals between Virginia Workforce System partner programs.
- ◆ Procedures for sharing information and reporting.
- ◆ The methods to be used to insure compliance with the Americans with Disabilities Act related to accessibility for disabled customers.
- ◆ An outline of the Virginia Workforce System Center's performance requirements and goals.
- ◆ The duration of the MOU.
- ◆ The procedures for amending the MOU.
- ◆ The identification of the parties to the agreement, to include a signature page.
- ◆ The resolution process of impasse situations.

### **Impasse Situations**

In the development of an MOU with mandated and optional partners, there is potential that the WIB and the partners may not be able to reach an agreement.

The State WIA Unit in the central office of the Virginia Employment Commission (VEC) can be called on to resolve the differences between the WIB and the partners. The State WIA Unit can also involve the appropriate partner at the state and/or federal level. The decision of the State WIA Unit will be made taking into account the specific activities under dispute as well as any mitigating local situations. The Virginia Workforce Council will make the final decision.

Any failure to execute an MOU between a WIB and a mandatory partner must be reported by the WIB to the Virginia Workforce Council, the CLEOs and the State WIA Unit. The State WIA Unit must report the impasse to the Secretary of the U.S. Department of Labor and to the head of any other federal agency responsible for oversight of the partner's program. Any partner that fails to execute an MOU may not be permitted to serve on the WIB. In addition, any local area in which a WIB has failed to execute an MOU with all of the mandatory partners is not eligible for State incentive grants awarded on the basis of local coordination of activities.

### **V. Required Services in the Comprehensive Virginia Workforce System Center**

The comprehensive Virginia Workforce System Center must provide the following services: core services, including job search, placement, recruitment and other labor exchange services; access to intensive and training services, including serving as the point of access to individual training accounts; and access to Virginia Workforce System partner programs and activities. At a minimum, core services applicable to the partner programs must be made accessible through at least one comprehensive Virginia Workforce System Center in each local workforce investment area.

Core services must be offered on three levels, i.e., self-service, staff facilitated and staff assisted. The applicable core services may be made available by: technology; co-location; cross training; cost reimbursement; or other methods described in the MOU. The MOU also details each partner's proportionate share of the Virginia Workforce System Center costs. Individuals attributable to the partner's program may include those who are:

- ◆ Referred through the Center and enrolled in the partner's program after core services;
- ◆ Enrolled in the partner's program prior to receipt of the applicable core services at the Center;
- ◆ Qualified for the partners' program by meeting eligibility criteria and receiving an applicable core service; or

- ◆ Described in the MOU as meeting an alternate definition.

Core services must be accessible to the universe of customers, i.e., job seekers, incumbent workers and employers. Incumbent workers are low-wage employees (below the lower living standard income level, as defined in WIA Section 101(24) who need intensive and/or training services in order to obtain or retain employment that leads to self-sufficiency.

The required core services for each comprehensive Virginia Workforce System Center are:

- ◆ WIA Title I, Adult and Dislocated Worker eligibility determination.
- ◆ Outreach, intake and orientation to the information and other services available through the Virginia Workforce System.
- ◆ Initial assessment of skill levels, aptitudes and supportive service needs.
- ◆ Provision of employment statistics information, including the provision of accurate information relating to local, regional and national labor market areas, including job vacancies, job skills, occupations in demand, and earnings/skill requirements.
- ◆ Adult and youth training provider information, including performance and costs.
- ◆ Local area performance information and Virginia Workforce System performance information
- ◆ Job search, placement assistance and career counseling
- ◆ Support service information.
- ◆ Financial aid information for education and training programs available in the local workforce investment area.
- ◆ Unemployment Compensation claims filing.
- ◆ Welfare-to-Work eligibility determination.
- ◆ Follow-up services, including workplace counseling, for WIA Title I Adult, Youth and Dislocated Workers who are placed in unsubsidized employment, for not less than 12 months after the first day of the employment, as appropriate.

## **VI. Role of the Virginia Workforce System Center Operator**

The role and responsibilities of the Virginia Workforce System Operator shall be specified in a written agreement with the WIB. The role can be that of coordinator, facilitator, marketer, designer, and expeditor of services for the local system or site(s) as determined by the scope of purview as defined by the WIB.

A Virginia Workforce System Operator may operate one or more Virginia Workforce System sites or the entire local Virginia Workforce System on behalf of the WIB. Virginia Workforce System Operators may also provide services within the Virginia Workforce System.



The duties of a Virginia Workforce System Operator may include, but are not limited to, the following:

- ◆ Design the integration of systems and coordination of services for the site(s) and the partners.
- ◆ Manage fiscal responsibility for the system or site(s).
- ◆ Evaluate performance and implement required actions to meet standards.
- ◆ Evaluate customer needs and satisfaction data to continually refine and improve service strategies. This includes a focus on the three main customer groups of job seekers, incumbent workers and employers.
- ◆ Plan and report responsibilities.
- ◆ Write and maintain the Business Plan
- ◆ Act as liaison with the WIB and site(s).
- ◆ Monitor adherence to the provisions of the MOU.
- ◆ Market Virginia Workforce System services.
- ◆ Recruit additional partners.
- ◆ Define and provide means to meet common operational needs, i.e., training, technical assistance, additional resources, etc.
- ◆ Facilitate the sharing and maintenance of data – primarily the site(s), secondarily the state system overall.
- ◆ Define clearly and communicate the strategic objectives of the WIB to the Virginia Workforce System site(s) partners
- ◆ Assess continuously customer needs and recommend to the LWIB on the need for additional access points or mini sites.
- ◆ Respond to community needs, including alignment with economic development.
- ◆ Facilitate groups/teams on common issues – what works, what doesn't.
- ◆ Select Virginia Workforce System site(s) manager(s).
- ◆ Define the Site Manager's responsibilities in conjunction with the partners or consortia.

## **VII. Who Can Be a Virginia Workforce System Operator**

A Virginia Workforce System Operator may be a single entity (public or private) or a consortium of entities with demonstrated effectiveness in employment and training programs. This may include:

- ◆ A postsecondary educational institution.
- ◆ An employment service agency established under the Wagner-Peyser Act.
- ◆ A private non-profit organization, including community-based organizations.
- ◆ A private for profit entity.
- ◆ A government agency.
- ◆ A nontraditional public secondary school (definition pending from the State Department of Education).
- ◆ An area vocational education school.

- ◆ Any other organization interested in workforce and economic development, which may include a local chamber of commerce or other business concern.

Elementary and secondary schools are not eligible for selection as Virginia Workforce System Centers, except for nontraditional public secondary schools.

### **VIII. Selection Method(s) of the Virginia Workforce System Operator**

The Local WIB, with the agreement of the chief local elected official, must designate and certify Virginia Workforce System Operators in each local area.

The Virginia Workforce System Operator is designated or certified:

- ◆ Through a competitive process or
- ◆ Under an agreement between the Local WIB and a consortium of entities that includes at least three or more of the required Virginia Workforce System mandatory partners.

The WIB shall determine the method to be used to select the Virginia Workforce System Operator. The WIB shall develop a selection process and criteria, which provides opportunities for interested organizations/consortia to apply and provides opportunity for public participation by all interested parties. Opportunity for public comment and participation in the selection process should be afforded to interested entities in the area. The selection process shall require a reapplication process, which will be linked to the chartering process, which is explained in Section XI of this policy. The selection of a Virginia Workforce System Operator must be made in accordance with the Virginia Freedom of Information Act and the Virginia Workforce Council's Public Participation Policy.

### **IX. Termination and Evaluation of Virginia Workforce System Operator**

A. The WIB, with the agreement of the CLEO, may terminate an agreement with a selected Virginia Workforce System Operator for just cause. Just cause shall be defined as those incidents that result in the loss of or violation of the public trust. Examples could include criminal activity, malfeasance, etc.

B. Evaluation of performance of a Virginia Workforce System Operator should be an ongoing process with a quarterly review by the WIB or their designated representative. In cases of non-performance, the WIB must provide guidance and technical assistance to the Virginia Workforce System Operator to afford the opportunity to achieve the desired performance level. The Virginia Workforce System Operator would need to develop a corrective action plan to be submitted to the WIB if non-performance has continued over a six-month period. Failure to meet performance standards after two (2) years can result in the termination of the agreement between the WIB and the Virginia Workforce System Operator.

Local areas and their Virginia Workforce System Operators failing to meet agreed upon levels of performance will receive technical assistance for any program year from the State WIA Unit. The State WIA Unit will take corrective actions for local areas failing to meet the required indicators for two consecutive years. Any final action, resulting in desertification, will be approved by the Virginia Workforce Council.

## **X. Local Implementation Process**

The process for implementation of a local Virginia Workforce System Site (s) shall consist of the following steps. These steps may not necessarily occur in this order.

- Step 1: The WIB establishes the vision for the local Virginia Workforce System and negotiates MOUs with mandatory and optional Virginia Workforce System Partners. CLEOs play a significant role in ensuring that all principle parties are at the negotiation table. MOUs will be amendments to the 5-Year Strategic Local Plans.
- Step 2: The WIB will determine its need and locations for Virginia Workforce System Comprehensive Centers, Satellites and Information Centers. The LWIB will also determine the roles of the Virginia Workforce System Operator.
- Step 3: The WIB will issue solicitations for Virginia Workforce System physical site(s) and Virginia Workforce System Operator(s). Public notice of the solicitation, at a minimum must include the selection process and criteria.
- Step 4: The WIB will select the Virginia Workforce System physical site(s) and Virginia Workforce System Operator(s). Public notice will be provided on the selection. This is a provisional selection. See Section XI of this policy.
- Step 5: The Virginia Workforce System Operator develops a Business Plan for the Virginia Workforce System site(s), which is submitted to the WIB for review, negotiation and approval. The Business Plan will include performance goals that must be achieved for final chartering and reflect the standards negotiated for the system between the WIB and the Commonwealth of Virginia.
- Step 6: The WIB issues a provisional charter for the Virginia Workforce System site(s).
- Step 7: Partners execute provisional contracts with the Virginia Workforce System Operator. Partners sign necessary facility agreements.
- Step 8: The Virginia Workforce System site commences operation.
- Step 9: The WIB measures and evaluates the local Virginia Workforce System site based on the performance goals outlined in the Business Plan.
- Step 10: Once the Virginia Workforce System site achieves performance goals for full chartering, the WIB will issue a full charter.
- Step 11: The WIB will continue measurement and evaluation until charter expiration/contract end.
- Step 12: At the end of the contract period, the WIB will evaluate overall performance for the charter/contract period.

Step 13: The WIB will reissue a charter to the same Operator or if the charter is not reissued, the LWIB will begin the process from Step 3.

## **XI. Chartering Virginia Workforce System Centers**

The Commonwealth of Virginia will use the Malcolm Baldrige Criteria for Performance Excellence for quality assurance and for the process of chartering (certification) of Virginia Workforce System sites. On March 7, 2000, the Virginia Workforce Council approved the Baldrige criteria as the basis for continuous improvement in the Virginia Workforce System in the Commonwealth. The Malcolm Baldrige criteria are as follows: leadership; information and analysis; strategic planning; human resource utilization; process management; business results; and customer satisfaction. The State WIA Unit will provide and/or arrange for the provision of guidance for new WIBs on how to apply the chartering criteria to the certification and ongoing evaluation of Virginia Workforce System sites in their communities.

The statewide brand name facilitates a common approach to continuous improvement for the statewide system in the following manner: promotes customer recognition; provides a universal name for the state system; promotes consistency of services; allows for shared marketing and infrastructure; provides for corporate (state) standards; and provides for local (franchise) standards. The guiding principles for the Virginia Workforce System are:

- ◆ This is business for employment and training services.
- ◆ Business partners share risks, responsibilities, information and costs.
- ◆ As a customer focused business, decisions will be made based on how it will benefit the customer, not the organization.
- ◆ Each partner will focus on what they can do rather than what they cannot do.

Using the Malcolm Baldrige principles of performance excellence, following are the Criteria for chartering the Virginia Workforce System sites:

- ◆ **Leadership**
  - ◆ Clear sense of mission
  - ◆ Agency leadership
  - ◆ Community leader commitment
  - ◆ Identifiable management structure
- ◆ **Information and Analysis**
  - ◆ Functional resource center
  - ◆ Management Information System (MIS)
- ◆ **Strategic Planning**
  - ◆ Strategic plan
  - ◆ Business plan

- ◆ **Human Resource Utilization**
  - ◆ Staff competencies
  - ◆ Employee friendly environment
  - ◆ Team building
  - ◆ Rewards and recognition
- ◆ **Process Management**
  - ◆ Policies and procedures
  - ◆ Accessible services and resources based on customer choice
  - ◆ Service integration
  - ◆ Service recovery (formal problem solving cycles that address identifying problems; searching for root causes; proposing solutions; and measuring success)
- ◆ **Business Results**
  - ◆ Customer outcomes
  - ◆ Sustainability
  - ◆ Market presence
  - ◆ Customer satisfaction
- ◆ **Customer Satisfaction**
  - ◆ Internal and external customer satisfaction measurement
  - ◆ Widely and freely shared customer satisfaction results
  - ◆ Customer satisfaction with vendors/suppliers

Initially, each Virginia Workforce System Center will receive a provisional charter from the WIB. Each Virginia Workforce System Operator will then have to develop a Business Plan and reapply for full chartering. The Business Plan will identify products and services to be offered, the organizational structure, an operational and financial plan, including cost allocations, the marketing strategies and other related information necessary to operate a Virginia Workforce System site.

Three levels of measures will be developed by the Virginia Workforce Council for continuous improvement regarding the chartering criteria to be addressed in the annual revisions to the Business Plan. WIBs may receive technical assistance in negotiating with Virginia Workforce System Operators for full chartering.

## **REVISIONS**

**APPROVED** Michael A. Daniels  
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Thomas J. Towberman  
Commissioner, Virginia Employment Commission

**DATE**        **June 7, 2000**